



# Summary Report: Congressional Action on the FY2013 Disaster Supplemental

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## Summary

On January 29, 2013, the Disaster Relief Appropriations Act, 2013, a \$50.7 billion package of disaster assistance largely focused on responding to Hurricane Sandy, was enacted as P.L. 113-2.

In late October 2012, Hurricane Sandy impacted a wide swath of the East Coast of the United States, resulting in more than 120 deaths and major disaster declarations for 12 states plus the District of Columbia. The Administration submitted a request to Congress on December 7, 2012, for \$60.4 billion in supplemental funding and legislative provisions to address both the immediate losses and damages from Hurricane Sandy, as well as to mitigate the damage from future disasters in the impacted region.

On January 15, 2013, the House of Representatives passed H.R. 152, the Disaster Relief Appropriations Act, 2013. This bill included \$50.7 billion in disaster assistance. This was the third piece of disaster legislation considered by the House in the 113<sup>th</sup> Congress. H.R. 41, which passed the House and Senate on January 4, 2013 and was signed into law two days later as P.L. 113-1, provided \$9.7 billion in additional borrowing authority for the National Flood Insurance Program. On January 14, the House passed H.R. 219, legislation making changes to disaster assistance programs. The rule for consideration of H.R. 152 combined the text of H.R. 219 with H.R. 152 upon its engrossment, to send them to the Senate as a single package.

The Senate passed H.R. 152 unchanged on January 28, 2013 by a vote of 62-36, and it was signed into law as P.L. 113-2 the next day.

H.R. 152 was not the initial legislative response to the storm. In the 112<sup>th</sup> Congress, the Senate passed a separate package of disaster assistance totaling \$60.4 billion, as well as several legislative provisions reforming federal disaster programs. While appropriations legislation generally originates in the House of Representatives, the Senate chose to act on the Administration's request first by amending an existing piece of House-passed appropriations legislation—H.R. 1. This passed the Senate December 28, 2012, by a vote of 62-32. The House did not act on the legislation before the end of the 112<sup>th</sup> Congress.

This summary report analyzes the Administration's request, the initial Senate position from the 112<sup>th</sup> Congress, and H.R. 152, the legislative package developed in the House that was ultimately enacted as P.L. 113-2.

For details concerning the legislative provisions requested by the Administration, as well as those included in Senate-amended H.R. 1, see CRS Report R42869, *FY2013 Supplemental Funding for Disaster Relief*.

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## Overview and Legislative History

In late October 2012, Hurricane Sandy impacted a wide swath of the East Coast of the United States. The President had, as of January 31, 2013, declared major disasters for 12 states plus the District of Columbia under the authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121 et seq). The Administration submitted a request to Congress on December 7, 2012, for \$60.4 billion in supplemental funding and legislative provisions to address both the immediate losses and damages from Hurricane Sandy, as well as to mitigate the damage from future disasters in the impacted region.

The Administration's proposal included \$47.44 billion in funding for a range of disaster assistance, and \$12.97 billion specifically for mitigation of damage from potential future storms and flooding. Budget authority of \$55 billion was requested as emergency funding, while \$5.4 billion was requested as disaster relief under the Budget Control Act (BCA).

### 112<sup>th</sup> Congress

On December 17, 2012, S.Amdt. 3338, entitled the Disaster Relief Appropriations Act, 2013, was introduced as an amendment to H.R. 1 of the 112<sup>th</sup> Congress. This bill was a continuing resolution that had previously passed the House of Representatives, and served as the Senate legislative vehicle for disaster relief supplemental appropriations. On December 19, the amendment was withdrawn and S.Amdt. 3395, with the same title and overall cost, was offered in its place.

This legislation would have provided \$60.41 billion in supplemental appropriations for disaster assistance, as well as a suite of legislative provisions that included reforms to disaster assistance authorities. The Senate amendment did not explicitly separate all its mitigation provisions from other relief appropriations, although it did reference some funding as being for mitigation. Budget authority of \$55 billion in the legislation was designated as emergency funding, while \$5.379 billion in funding for the Disaster Relief Fund would have been designated as being for disaster relief under the BCA. A budget point of order was upheld against part of the legislation, removing the emergency designation from \$3.461 billion of construction funding for the Army Corps of Engineers. The Senate made several changes to the amendment (which was passed by voice vote), and then passed the supplemental appropriations legislation on December 28, 2012, by a vote of 62-32. The House did not act on the legislation before the end of the 112<sup>th</sup> Congress.

However, one facet of the Administration's request did become law through the 112<sup>th</sup> Congress. The Administration had sought a legislative provision to increase the bond limit for the Small Business Administration's Surety Bond Guarantees Revolving Fund. A provision increasing the bond limit to \$6.5 million, and up to \$10 million if a federal contracting officer certified it was necessary, was included in P.L. 112-239, the National Defense Authorization Act for Fiscal Year 2013.<sup>1</sup>

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<sup>1</sup> For more information, see CRS Report R42037, *SBA Surety Bond Guarantee Program*, by Robert Jay Dilger.

## 113<sup>th</sup> Congress

On January 4, 2013, the House and Senate both passed H.R. 41, legislation providing an additional \$9.7 billion in borrowing authority for the National Flood Insurance Program (NFIP), which had been a part of the Administration's request. The President signed it into law as P.L. 113-1 on January 6, 2013.

H.R. 152, which included another portion of the Administration's supplemental request, was introduced on January 4, 2013, and an amendment was filed that same day that included further portions. The House Appropriations Committee described H.R. 152 as including \$17 billion "to meet immediate and critical needs," and described the amendment as including \$33 billion "funding for longer-term recovery efforts and infrastructure improvements that will help prevent damage caused by future disasters." On January 7, an amendment in the nature of a substitute to H.R. 152 which contained some minor textual changes, along with a restructured "long-term recovery" amendment, was posted on the House Rules Committee website.<sup>2</sup>

The House took up the legislation on January 15, 2013. The amendment with long-term recovery funding passed with several amendments, and the amended bill passed the House by a vote of 241-180. The rule for consideration of the bill combined H.R. 219, a House-passed package of legislative provisions reforming disaster assistance programs, with the appropriations legislation upon engrossment of H.R. 152, and sent them to the Senate as a single package.

The Senate passed H.R. 152 unchanged on January 28, 2013 by a vote of 62-36, and it was signed into law as P.L. 113-2 the next day.

## Comparison of Supplemental Request and Legislative Response<sup>3</sup>

**Table 1** below outlines the Administration's request for supplemental funding and mitigation funding in the wake of Hurricane Sandy, and the congressional response to those requests. All figures are in millions of dollars of budget authority.

The Administration's request is redistributed by appropriations subcommittee. There is no distinction made in this table for mitigation funding. A breakdown of the Administration's request that illuminates the Administration's separate request for mitigation funding is included in CRS Report R42869, *FY2013 Supplemental Funding for Disaster Relief*.

Headers in bold italics note the Appropriations subcommittee of jurisdiction, followed by the department or independent agency in bold capitals. Two columns then specify where a given appropriation is going, by bureau, if applicable, then account or program. The Administration's request is next, in millions of dollars of budget authority, followed by the appropriations that would have been provided if Senate-amended H.R. 1 from the 112<sup>th</sup> Congress had been enacted.

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<sup>2</sup> The analysis in this report of the House position is based on those texts from the House Rules Committee website.

<sup>3</sup> For details concerning the legislative provisions requested by the Administration, as well as those included in Senate-amended H.R. 1, see CRS Report R42869, *FY2013 Supplemental Funding for Disaster Relief*, coordinated by William L. Painter and Jared T. Brown.

This is provided only for historical reference, as the bill expired with the end of the 112<sup>th</sup> Congress. The last column reflects the amount of funding provided in H.R. 152 as it passed both House and Senate and was ultimately signed into law. Where accounts are funded through transfers, that number is shown in the table and the donor account is reduced accordingly.

**Table I. FY2013 Disaster Supplemental Request and Congressional Action**

By appropriations subcommittee, amounts in millions of dollars of budget authority

Subcommittee / Bureau	Account/ Program	President's Request	112 <sup>th</sup> Congress	113 <sup>th</sup> Congress
			Senate-passed H.R. 1	P.L. 113-2 (H.R. 152)
<b>Agriculture, Rural Development, Food and Drug Administration, and Related Agencies</b>				
<b>DEPARTMENT OF AGRICULTURE</b>				
Farm Service Agency	Emergency Conservation Program	15	25.09	15
Farm Service Agency	Emergency Forest Restoration Program <sup>a</sup>	23	58.855	23
Natural Resources Conservation Service	Emergency Watershed Protection Program <sup>b</sup>	180	125.055	180
Food and Nutrition Service	Commodity Assistance Program	6	15	6
<b>Commerce, Justice, Science, and Related Agencies</b>				
<b>DEPARTMENT OF COMMERCE</b>				
National Oceanographic and Atmospheric Administration	Operations, Research and Facilities	393	373	140
National Oceanographic and Atmospheric Administration	Procurement, Acquisition, and Construction	100	109	186
<b>DEPARTMENT OF JUSTICE</b>				
General Administration	Office of the Inspector General	0.02	0.02	0
Federal Bureau of Investigation	Salaries and Expenses	4	4	10.02
Drug Enforcement Agency	Salaries and Expenses	1	1	1
Bureau of Alcohol Tobacco Firearms and Explosives	Salaries and Expenses	0.23	0.23	0.23
Federal Prison System	Buildings and Facilities	10	10	10
<b>NATIONAL AERONAUTICS AND SPACE ADMINISTRATION</b>				
	Construction and Environmental Compliance and Restoration	4	15	15

Subcommittee / Bureau	Account/ Program	President's Request	112 <sup>th</sup> Congress	113 <sup>th</sup> Congress
			Senate-passed H.R. 1	P.L. 113-2 (H.R. 152)
<b>LEGAL SERVICES CORPORATION</b>				
	Payment to LSC	1	1	1
<b>Defense</b>				
<b>DEPARTMENT OF DEFENSE</b>				
Operations and Maintenance	Operations and Maintenance, Army	5.37	5.37	5.37
Operations and Maintenance	Operations and Maintenance, Navy	41.2	40.015	40.015
Operations and Maintenance	Operations and Maintenance, Air Force	8.5	8.5	8.5
Operations and Maintenance	Operations and Maintenance, Army National Guard	3.165	3.165	3.165
Operations and Maintenance	Operations and Maintenance, Air National Guard	5.775	5.775	5.775
Procurement	Procurement of Ammunition, Army	1.31	1.31	1.31
Revolving and Management Funds	Defense Working Capital Funds	24.2	24.2	24.2
<b>Energy &amp; Water Development, and Related Agencies</b>				
<b>U.S. ARMY CORPS OF ENGINEERS</b>				
	Investigations	30	50	50
	Construction	3,829	3,461	3,461
	Operations and Maintenance	899	821	821
	Flood Control and Coastal Emergencies	592	1,008	1,008
	Expenses	0	10	10
<b>Financial Services and General Government</b>				
<b>GENERAL SERVICES ADMINISTRATION</b>				
Real Property Activities	Federal Buildings Fund	7	7	7
<b>SMALL BUSINESS ADMINISTRATION</b>				
	Salaries and Expenses	50	40	20

Subcommittee / Bureau	Account/ Program	President's Request	112 <sup>th</sup> Congress	113 <sup>th</sup> Congress
			Senate-passed H.R. 1	P.L. 113-2 (H.R. 152)
	Office of the Inspector General	5	5	5
	Disaster Loan Program Account	750	760	779
<b>Homeland Security</b>				
<b>DEPARTMENT OF HOMELAND SECURITY</b>				
Customs and Border Protection	Salaries and Expenses	2.402	1.667	1.667
Immigration and Customs Enforcement	Salaries and Expenses	0.855	0.855	0.855
Coast Guard	Operating Expenses	66.844	d	d
Coast Guard	Acquisition, Construction and Improvements	207.389	274.233	274.233
Secret Service	Salaries and Expenses	0.3	0.3	0.3
Federal Emergency Management Agency	Disaster Relief Fund	11,500	11,484.735	11,484.735
Federal Emergency Management Agency	Disaster Assistance Direct Loan Program	300	300	300
Science and Technology	RDAO	3.249	3.249	3.249
Domestic Nuclear Detection Office	Systems Acquisition	3.869	3.869	3.869
Office of the Inspector General	(by transfer)	0	3	3
	National Flood Insurance Fund <sup>c</sup>	9,700	9,700	0
	General Provisions for this title	0	13	0
<b>Interior, Environment, and Related Agencies</b>				
<b>DEPARTMENT OF THE INTERIOR</b>				
US Fish and Wildlife Service	Resource Management	400	0	0
US Fish and Wildlife Service	Construction	78	78	68.2
National Park Service	Historic Preservation Fund	0	50	50
National Park Service	Construction	348	348	348

Subcommittee / Bureau	Account/ Program	President's Request	112 <sup>th</sup> Congress	113 <sup>th</sup> Congress
			Senate-passed H.R. 1	P.L. 113-2 (H.R. 152)
Bureau of Safety and Environmental Enforcement	Oil Spill Research	3	3	3
Departmental Operations	Office of the Secretary	0	150	360
<b>ENVIRONMENTAL PROTECTION AGENCY</b>				
	Environmental Programs and Management	0.725	0.725	0.725
	Hazardous Substance Superfund	2	2	2
	Leaking Underground Storage Tank Trust Fund	5	5	5
	State and Tribal Assistance Grants	610	810	600
<b>DEPARTMENT OF AGRICULTURE (FOREST SERVICE)</b>				
Forest Service	Capital Improvement and Maintenance	4.4	4.4	4.4
<b>SMITHSONIAN INSTITUTION</b>				
	Salaries and Expenses	2	2	2
<i>Labor, Health and Human Services, Education, and Related Agencies</i>				
<b>DEPARTMENT OF LABOR</b>				
Employment and Training Administration	Training and Employment Services	50	50	25
<b>DEPARTMENT OF HEALTH AND HUMAN SERVICES</b>				
Administration for Children and Families	Social Services Block Grant	500	500	500 <sup>f</sup>
Administration for Children and Families	Children and Families Services Programs	100	100	100 <sup>f</sup>
Departmental Management	Public Health and Social Services Emergency Fund	200	200	195 <sup>f</sup>
Office of the Inspector General	(by transfer)	0	0	5 <sup>f</sup>
<b>SOCIAL SECURITY ADMINISTRATION</b>				
	Limitation on Administrative Expenses	2	2	2 <sup>e</sup>

Subcommittee / Bureau	Account/ Program	President's Request	112 <sup>th</sup> Congress	113 <sup>th</sup> Congress
			Senate-passed H.R. 1	P.L. 113-2 (H.R. 152)
<b>Military Construction, Veterans Affairs and Related Agencies</b>				
<b>DEPARTMENT OF DEFENSE (MILITARY CONSTRUCTION)</b>				
Military Construction	Military Construction, Army National Guard	24.235	24.2	24.235
<b>DEPARTMENT OF VETERANS AFFAIRS</b>				
Veterans Health Administration	Medical Services	21	21	21
Veterans Health Administration	Medical Facilities	6	6	6
National Cemetery Administration		1.1	1.1	2.1
Departmental Administration	IT Systems	0.531	0.5	0.531
Departmental Administration	Construction, Major Projects	207	207	207
<b>Transportation, Housing and Urban Development, and Related Agencies</b>				
<b>DEPARTMENT OF TRANSPORTATION</b>				
Federal Aviation Administration	Facilities and Equipment	30	30	30
Federal Highway Administration	Emergency Relief Program	308	921	2,022
Federal Railroad Administration	Grants to the National Railroad Passenger Corporation	32	336	118
Federal Transit Administration	Public Transportation Emergency Relief Program	11,700	10,777	10,894
Office of the Inspector General	(by transfer)	0	6	6
<b>DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT</b>				
Community Planning and Development	Community Development Fund	17,000	16,990	15,990
Office of the Inspector General	(by transfer)	0	10	10
<b>TOTAL</b>		<b>\$60,408.669</b>	<b>\$60,407.418</b>	<b>\$50,507.684</b>

**Source:** CRS analysis of FY2013 Supplemental Appropriations Request, as transmitted in a letter from Jeffrey D. Zients, Deputy Director for Management, to the Honorable John Boehner, Speaker of the House of Representatives, December 7, 2012; H.R. 1, 112<sup>th</sup> Congress; H.R. 152, 113<sup>th</sup> Congress.

**Notes:**

- a. The Administration requested funding for the Commodity Credit Corporation (CCC) to carry out program activities authorized under the Emergency Forest Restoration Program. The Senate amendment does not refer to the CCC as the authorized funding mechanism, but rather appropriates funds directly to the Emergency Forest Restoration Program.
- b. This is described as funding for “Watershed and Flood Prevention Operations” in the Administration’s request.
- c. P.L. 113-1 was signed into law on January 6, 2013, providing the \$9,700 million in additional borrowing authority requested for the National Flood Insurance Program.
- d. Transfer authority is provided to other Coast Guard accounts from Coast Guard Acquisition, Construction and Improvements.
- e. The House derives these funds from unobligated balances, therefore they do not add to the bill’s budgetary score, according to CBO.
- f. P.L. 113-2 appropriates \$800 million to the PHSSEF account, but requires the HHS Secretary to transfer specified portions of these funds as follows: \$500 million to the SSBG, \$100 million to the Head Start program (within the Children and Families Services Programs account), and at least \$5 million to the HHS Office of the Inspector General (OIG). The remaining \$195 million remains available to the HHS Secretary for other activities in the PHSSEF account.

## Disaster Relief and Emergency Funding Under the Budget Control Act

The Budget Control Act (BCA)<sup>4</sup> changed the way Congress accounted for federal funding for disaster response and recovery. In previous years, Congress provided funds over and above limits on discretionary appropriations by designating additional appropriations as being for emergency needs. Budget authority provided in this manner did not count against funding limitations on discretionary spending in budget resolutions.

Although the BCA included legislation allowing for emergency appropriations, the new law included provisions that outlined separate treatment for disaster relief,<sup>5</sup> as distinct from emergency funding. Funding designated as disaster relief in future spending bills could be “paid for” by adjusting upward the discretionary spending caps. This allowable adjustment for disaster relief is limited, however, to an amount based on the 10-year rolling average of what has been spent by the federal government on relief efforts for major disasters.<sup>6</sup>

This disaster relief allowable adjustment for FY2013 is \$11.8 billion. Under the continuing resolution signed into law on September 28, 2012 (P.L. 112-175), the amount of disaster relief as defined under the BCA that would be provided if the resolution were extended for the full fiscal year was \$6.4 billion. The Administration proposed using the remainder of the allowable adjustment for disaster relief in its supplemental request, and using an emergency funding designation to ensure the remaining resources provided through the request do not count against the FY2013 budget caps.

The Administration proposed designating all of the supplemental funding it sought as an emergency requirement, with the exception of a portion of the request for the DRF, which would be designated as being for disaster relief under the BCA. The Administration noted in the letter accompanying the request that it was unclear how much of the disaster relief allowable adjustment might be available pending the finalization of general FY2013 appropriations, and that therefore these numbers could require adjustment. Senate-passed H.R. 1 proposed that \$5,379 million in DRF funding be designated as being for disaster relief under the BCA, with all but \$3,461 million (for Army Corps of Engineers construction activities)<sup>7</sup> of the remaining funding in the bill designated as emergency funding.

P.L. 113-2 contains \$41,669 million in emergency funding, \$5,379 million for the DRF designated as disaster relief, and \$3,461 million for Army Corps of Engineers construction activities that would count against the discretionary budget caps.<sup>8</sup>

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<sup>4</sup> P.L. 112-25.

<sup>5</sup> The BCA also specifically redefined “disaster relief” as being federal government assistance provided pursuant to a major disaster declared under the Stafford Act, not to be confused with funding provided for other types of incidents, or exclusively resources provided through the Disaster Relief Fund (DRF).

<sup>6</sup> For a more extensive discussion of this structure, see CRS Report R42352, *An Examination of Federal Disaster Relief Under the Budget Control Act*, by Bruce R. Lindsay, William L. Painter, and Francis X. McCarthy.

<sup>7</sup> The emergency designation for the Army Corps of Engineers Construction account was stricken by a point of order on the Senate floor. See *Congressional Record*, December 21, 2012, pp. S8341-S8342.

<sup>8</sup> CBO, “Estimate of the Disaster Relief Appropriations Act, 2013 (H.R. 152) as Cleared by Congress for the President’s Signature on January 28, 2013,” January 29, 2013. The total score against the discretionary budget cap is \$2 (continued...)

## Offsetting Disaster Relief

One potential method for accommodating disaster response and recovery costs beyond the allowable adjustment for disaster relief would be offsetting the additional spending through rescissions or other means that would reduce the net budgetary scoring of the bill.

Traditionally, supplemental funding for the Disaster Relief Fund (DRF) has been treated as emergency spending—it was not counted against discretionary budget caps, nor was an offset required. However, supplemental spending packages have at times carried rescissions or transfers that have offset, to one degree or another, the budgetary impact of other forms of disaster assistance that could be defined as “disaster relief” under the BCA.

Of the 59 bills passed with supplemental appropriations from 1990 to the end of 2012, 6 were fully offset by rescissions. Only one of those actually provided net additional resources for the DRF—the Emergency Supplemental and Rescissions for Antiterrorism and Oklahoma City Disaster, 1995 (P.L. 104-19). In other cases, the DRF was used as an offset for disaster assistance provided through other federal entities.<sup>9</sup>

Offsetting the Administration’s supplemental request, however, would have been complicated by two key factors. First, as the federal government is operating under a continuing resolution, there was no baseline appropriation in the current fiscal year to offset from. It is also worth noting the scale of the offset required. The budget authority sought in the request is more than all but 3 of the 12 general appropriations bills for FY2012, and exceeds the 3 smallest appropriations bills from that year combined—even if none of the nearly \$13 billion in the Administration’s mitigation request were counted.

The Administration’s request, Senate-passed H.R. 1, and P.L. 113-2 did not include offsets, and the Administration’s request letter and Statement of Administration Policy on H.R. 152 specifically stated the Administration’s position that the funding could and should be provided without offset.<sup>10</sup> However, an amendment was offered in the House to offset \$17 billion of disaster assistance from H.R. 152 by making an across-the-board cut of 1.63% to FY2013 discretionary spending. This amendment failed by a vote of 162-258.<sup>11</sup> A Senate amendment to offset the entire cost of H.R. 152 through reducing the caps on discretionary spending through FY2021 also was not agreed to by a vote of 35-62.<sup>12</sup>

When the Senate struck the emergency designation for Army Corps of Engineers construction activities, it allowed \$3,461 million of Senate-passed H.R. 1 to count against the FY2013 discretionary budget caps. P.L. 113-2 gave the same treatment to the \$3,461 million it provides for Army Corps of Engineers construction. This means that \$3,461 million in discretionary

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(...continued)

million lower due to conversion of some unobligated balances of budget authority to emergency funding in the bill.

<sup>9</sup> A fuller discussion of this issue can be found in CRS Report R42458, *Offsets, Supplemental Appropriations, and the Disaster Relief Fund: FY1990-FY2013*, by William L. Painter.

<sup>10</sup> Letter from Jeffrey D. Zients, Deputy Director for Management, to the Honorable John Boehner, Speaker of the House of Representatives, December 7, 2012, p. 2, and OMB, “Statement of Administration Policy: Disaster Relief Appropriations Act, 2013—H.R. 152,” January 14, 2013.

<sup>11</sup> H.Amdt. 4 to H.R. 152 (Roll No.14), January 15, 2013.

<sup>12</sup> S.Amdt. 4 to H.R. 152 (Record Vote Number 3), January 28, 2013.

budget authority that would have been available to resolve the FY2013 regular appropriations legislation has been expended, and the final resolution of the FY2013 appropriations process will have to accommodate that reality to avoid violating the budget caps.<sup>13</sup>

## Comparing Past Disasters to Hurricane Sandy<sup>14</sup>

As Congress debated the provision of supplemental funding in the wake of Hurricane Sandy, some commentators compared the scope and magnitude of Hurricane Sandy to past disasters. Generally, comparisons were drawn to other major disasters in recent memory, including Hurricane Irene of 2011 because of the similarities in geographic region impacted, and Hurricanes Katrina of 2005 and Andrew of 1992 because of their scope and magnitude of damage. Some comparisons spoke to the loss of life, others to the disruption of daily activities of citizens, and other to the relative impacts on the local and regional economies.<sup>15</sup> While these comparisons helped provide a level of perspective on the scale of devastation, it is important to note that all disasters, and especially disasters of the magnitude of Hurricane Sandy, are produced by a set of unique circumstances that result in an equally unique set of needs for assistance from the federal government.

Two major concepts should be kept in mind when comparing the need for federal assistance following disasters. First, because of the federalism principles of emergency management—that the federal government generally provides assistance to supplement the work of state, tribal, and local governments only after they become overwhelmed and only at their request—the varying capabilities of a state/tribal/local government can change the types and scope of assistance provided by the federal government. This issue was discussed by the Administrator of FEMA in testimony on Hurricane Sandy. In reference to the denial of an application for one form of disaster assistance (individual assistance), Administrator Fugate explained that decisions to provide federal assistance are based not upon the need of any particular individual, but upon the need of the state as whole and whether the state is capable of addressing that need without federal assistance.<sup>16</sup>

Second, the relative levels of federal assistance required for each disaster depend on the proportional impact to various sectors of the community. For example, a particular disaster may destroy one community's business district and overwhelm the ability of the state to respond to that impact, while another may significantly damage the majority of the community's public facilities. In the first disaster, the assistance from the federal government may be noteworthy for the relatively large amount of loan assistance provided by the Small Business Administration, while the second disaster may be noteworthy for the relatively large amount of assistance provided through the FEMA's Public Assistance (PA) program.

Some additional disaster-specific factors that may inhibit the comparability of disasters include:

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<sup>13</sup> An unrelated provision has the effect reducing discretionary spending by \$2 million in FY2013, so the net accommodation required would be \$3.459 billion.

<sup>14</sup> Prepared by Jared Brown, Analyst in Emergency Management Policy, 7-4918.

<sup>15</sup> For a description of how economic damage is difficult to evaluate in particular, see <http://libertystreeteconomics.newyorkfed.org/2012/12/what-are-the-costs-of-superstorm-sandy.html>.

<sup>16</sup> U.S. Congress, House Committee on Transportation and Infrastructure, *A Review of the Preparedness, Response to and Recovery from Hurricane Sandy*, 112<sup>th</sup> Cong., 2<sup>nd</sup> sess., November 4, 2012.

- The comparative density and socioeconomic status of the impacted populations;
- The percentage of properties and private/public losses that were insured, and the adequacy of the insurance coverage; and
- The number of jurisdictions impacted by the disasters, and whether these jurisdictions span multiple states requiring greater federal coordination of the response and recovery effort.

**Table 2. Selected CRS Experts by Supplemental Request**

Agency	Bureau	Account	Background Report	Analyst, E-mail, and Phone
Department of Agriculture	Farm Service Agency	Emergency Conservation Program	CRS Report R42854, <i>Emergency Assistance for Agricultural Land Rehabilitation</i>	Megan Stubbs, mstubbs@crs.loc.gov, 7-8707
		Commodity Credit Corporation Fund		
	Natural Resources Conservation Service	Watershed and Flood Prevention Operations		
	Food and Nutrition Service	Commodity Assistance Program	CRS Report R42353, <i>Domestic Food Assistance: Summary of Programs</i>	Randy Alison Aussenberg, raussenberg@crs.loc.gov, 7-8641
Department of Commerce	National Oceanographic and Atmospheric Administration	Operations, Research and Facilities	CRS Report R42440, <i>Commerce, Justice, Science, and Related Agencies: FY2013 Appropriations</i>	Harry Upton, hupton@crs.loc.gov, 7-2264
		Procurement, Acquisition, and Construction		
Department of Defense	Operations and Maintenance	Operations and Maintenance, Army		Pat Towell, ptowell@crs.loc.gov, 7-2122 Daniel H. Else, delse@crs.loc.gov, 7-4996
		Operations and Maintenance, Navy		
	Revolving and Management Funds	Working Capital Fund, Navy		
Corps of Engineers—Civil Works	Investigations		CRS Report R42841, <i>Army Corps Supplemental Appropriations: Recent History, Trends, and Policy Issues</i>	Nicole Carter, ncarter@crs.loc.gov, 7-0854 Charles Stern, cstern@crs.loc.gov, 7-7786
	Construction			
	Operations and Maintenance			
	Flood Control and Coastal Emergencies			

Agency	Bureau	Account	Background Report	Analyst, E-mail, and Phone
General Services Administration	Federal Buildings Fund		CRS Report R42730, <i>Financial Services and General Government: FY2013 Appropriations</i>	Garrett Hatch, ghatch@crs.loc.gov, 7-7822
Small Business Administration	Salaries and Expenses Office of the Inspector General		CRS Report R42037, <i>SBA Surety Bond Guarantee Program</i>	Sean Lowry, slowry@crs.loc.gov, 7-9154
	Surety Bond Guarantees Revolving Fund Disaster Loan Program Account		CRS Report R41309, <i>The SBA Disaster Loan Program: Overview and Possible Issues for Congress</i>	Bruce Lindsay, blindsay@crs.loc.gov, 7-3752
Department of Homeland Security	Coast Guard	Operating Expenses		John Frittelli, jfrittelli@crs.loc.gov, 7-7033
		Acquisition, Construction and Improvements		
	FEMA	Disaster Relief Fund	CRS Report R40708, <i>Disaster Relief Funding and Emergency Supplemental Appropriations</i>	Bruce Lindsay, blindsay@crs.loc.gov, 7-3752
			CRS Report RL33053, <i>Federal Stafford Act Disaster Assistance: Presidential Declarations, Eligible Activities, and Funding</i>	Francis X. McCarthy, fmccarthy@crs.loc.gov, 7-9533 Jared T. Brown, jbrown@crs.loc.gov, 7-4918
Disaster Assistance Direct Loan Program		CRS Report R42527, <i>FEMA's Community Disaster Loan Program: History, Analysis, and Issues for Congress</i>	Jared T. Brown, jbrown@crs.loc.gov, 7-4918	
	National Flood Insurance Fund		CRS Report R42850, <i>The National Flood Insurance Program: Status and Remaining Issues for Congress</i>	Rawle O. King, rking@crs.loc.gov, 7-5975

Agency	Bureau	Account	Background Report	Analyst, E-mail, and Phone
Department of the Interior	U.S. Fish and Wildlife Service	Resource Management	CRS Report R42466, <i>Fish and Wildlife Service: FY2013 Appropriations and Policy</i>	Lynne Corn, lcorn@crs.loc.gov, 7-7267
		Construction		
	National Park Service	Construction	CRS Report R42757, <i>National Park Service: Recent Appropriations Trends</i>	Carol Hardy-Vincent, chvincent@crs.loc.gov, 7-8651
Environmental Protection Agency	Environmental Programs and Management		CRS Report R42520, <i>Environmental Protection Agency (EPA): Appropriations for FY2013</i>	Rob Esworthy, resworthy@crs.loc.gov, 7-7236
	Hazardous Substance Superfund			
	LUST Trust Fund			
	State and Tribal Assistance Grants			
Department of Labor	Employment and Training Administration	Training and Employment Services	CRS Report R41135, <i>The Workforce Investment Act and the One-Stop Delivery System</i>	David Bradley, dbradley@crs.loc.gov, 7-7352
Department of Health and Human Services	Administration for Children and Families	Social Services Block Grant	CRS Report 94-953, <i>Social Services Block Grant: Background and Funding</i>	Karen Lynch, klynch@crs.loc.gov, 7-6899
		Children and Families Services Programs	CRS Report RL30952, <i>Head Start: Background and Issues</i>	
	Departmental Management	Public Health and Social Services Emergency Fund		Sarah Lister, slister@crs.loc.gov, 7-7320
Department of Defense	Military Construction	Military Construction, Army National Guard	CRS Report R42586, <i>Military Construction, Veterans Affairs, and Related Agencies: FY2013 Appropriations</i>	Daniel H. Else, delse@crs.loc.gov, 7-4996
Department of Veterans' Affairs	Departmental Administration	Construction, Major Projects		Sidath Panangala, spanangala@crs.loc.gov, 7-0623

<b>Agency</b>	<b>Bureau</b>	<b>Account</b>	<b>Background Report</b>	<b>Analyst, E-mail, and Phone</b>
Department of Transportation	Federal Aviation Administration	Facilities and Equipment	CRS Report R42781, <i>Federal Civil Aviation Programs: An Overview</i>	Bart Elias, belieas@crs.loc.gov, 7-7771
	Federal Highway Administration	Emergency Relief Program	CRS Report R42804, <i>Emergency Relief Program: Federal-Aid Highway Assistance for Disaster-Damaged Roads and Bridges</i>	Robert Kirk, rkirk@crs.loc.gov, 7-7769
	Federal Railroad Administration	Operating Subsidy Grants to NRPC	CRS Report RL33492, <i>Amtrak: Budget and Reauthorization</i>	D. Randall Peterman, dpeterman@crs.loc.gov, 7-3267
	Federal Transit Administration	Public Transportation Emergency Relief Program	CRS Report R42706, <i>Federal Public Transportation Program: An Overview</i>	William Mallett, wmallett@crs.loc.gov, 7-2216
Department of Housing and Urban Development	Public and Indian Housing Programs	Tenant-Based Rental Assistance		Maggie McCarty, mmccarty@crs.loc.gov, 7-2163
	Community Planning and Development	Community Development Fund	CRS Report R41754, <i>Community Development Block Grants: Funding Issues in the 112th Congress and Recent Funding History</i>	Eugene Boyd, eboyd@crs.loc.gov, 7-8689

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